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SUMMARY MINUTES

ALASKA STATE ADVISORY BOARD

ANCHORAGE ALASKA

JANUARY 25, 1968

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SECOND ANNUAL BLM
ALASKA MULTIPLE USE
ADVISORY BOARD MEETING

JANUARY 25, 1968

AGENDA

8:30 A.M. Opening Remarks and Introduction..... Burton W. Silcock
Organization of Board..... Vice-Chairman
Miss Celia Hunter
Old Business..... Burton W. Silcock
and Chairman
Progress Report on Public Land Programs..... Burton W. Silcock
a. Iliamna
b. Large Area Classifications
c. Small Area Classifications
Reindeer Program..... Curtis V. McVee
10:00 A.M. Open Discussion on Topics
Suggested by Advisory Board Members..... Board Members
11:00 A.M. Federal Field Committee..... Joseph H.
FitzGerald
11:30 A.M. BREAK FOR LUNCH
1:00 P.M. Discussion of Classification Actions Proposed for the
Fairbanks District..... Robert C. Krumm
Advisory Board Discussion and Recommendations
2:00 P.M. Copper River Classification..... James W. Scott
Advisory Board Discussion and Recommendations
3:00 P.M. Open Discussion Advisory Board
Topics..... Board Members

January 9, 1968

<u>INTEREST REPRESENTED</u>	<u>ADVISORY BOARD MEMBER</u>	<u>LOCATION</u>
Borough Government	Robert H. Vroman (P) James D. Nordale (A)	Palmer Anchorage
Economic Development	Dr. Gene Erion (P) Dr. Richard A. Cooley (A)	Fairbanks Juneau
Forestry	John J. Schnabel (P) A. Earl Plourde (A)	Haines Anchorage
Grazing	Arthur J. Harris (P) Charles W. Rainwater (A)	Aleutian Chain Homer
Military	Col. David B. Keezell (P) Col. Leon J. Hamerly (A)	Anchorage Anchorage
Minerals	William C. Bishop (P) Dr. Earl H. Beistline (A)	Anchorage Fairbanks
Native Settlement	William Hensley (P) Ralph Perdue (A)	Kotzebue Fairbanks
Recreation	Miss Celia Hunter (P) Henry L. McClure (A)	Fairbanks Anchorage
Soil and Water	Robert L. Buzby (P) Al Owen (A)	Fairbanks Kodiak
State Government	Thomas E. Kelly (P) Dale Wallington (A)	Juneau Juneau
Transportation	Mrs. Edith Bullock (P) Glenn M. Clark (A)	Kotzebue Anchorage
Wildlife	A. W. Boddy (P) Ivan R. Thorall (A)	Juneau Fairbanks

(P) Principal

(A) Alternate

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BUREAU OF LAND MANAGEMENT
ALASKA STATE ADVISORY BOARD
Second Annual Meeting
Anchorage, Alaska
Anchorage-Westward Hotel
8:30 a.m.
January 25, 1968

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AGENDA

Opening Remarks and Introduction Burton W. Silcock,
State Director, BLM

Reorganization of Board and Election of Officers . . Burton W. Silcock,
State Director, BLM

Old Business Burton W. Silcock
and Chairman

Progress Report on Public Land Programs Burton W. Silcock,
State Director, BLM

 a. Iliamna

 b. Large Area Classifications

 c. Small Area Classifications

Reindeer Program Curtis V. McVee,
Asst. State Director, BLM

Open Discussion

Federal Field Committee for Development Planning
in Alaska Joseph H. FitzGerald,
Chairman

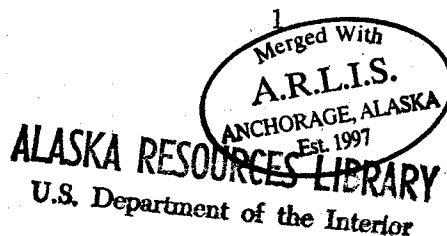
Discussion of Classification Actions Proposed for
the Fairbanks District Robert C. Krumm, District
Manager, BLM

 Advisory Board Discussion and Recommendations

Copper River Classification James W. Scott, District
Manager, BLM

 Advisory Board Discussion and Recommendations

Open Discussion



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PROCEEDINGS
ALASKA BLM STATE ADVISORY BOARD MEETING
Second Annual Meeting
Anchorage, Alaska
January 25, 1968

The second annual meeting of the Alaska Bureau of Land Management State Advisory Board was held at the Anchorage-Westward Hotel in Anchorage, Alaska on January 25, 1968.

Burton W. Silcock, Cochairman, conducted the election of officers, reorganizing the 1968 Advisory Board. Arthur J. Harris was elected Chairman and Miss Celia M. Hunter, Vice-Chairman.

Mr. Silcock introduced the following Board members:

Dale Wallington, alternate to Thomas E. Kelly representing State Government; Ralph Perdue, alternate to William Hensley representing Native Settlement; Ivan R. Thorall, alternate to A. W. "Bud" Boddy representing Wildlife; and A. Earl Plourde, alternate to John Schnabel representing Forestry.

Mr. Silcock asked for comments on the 1967 minutes. Several Board members stated the minutes were a valuable reference. Colonel Keezell recommended that copies of the minutes in the future be sent to all members, both principal and alternate. Mr. Silcock agreed this would be done. Motion was passed that the minutes be approved as written.

Mr. Silcock reviewed the four resolutions which were submitted to the Director by the State Advisory Board Chairman at the last meeting.

No. 1: That Alaska have equal representation on the National Advisory Board Council with other states. Other states are authorized four representatives to the National Advisory Board Council. This provides a wider cross section of multiple use interests. The Director informed us that the total Advisory Board complex is being studied and there is a possibility of some modification in Board organization at all levels. At this time, then, it would not be appropriate to take action on Alaska's resolution, but final decision will consider Alaska's resolution.

Mr. Silcock briefed the Advisory Board on the organization of the Advisory Board system in the lower states. He said the District

Advisory Boards were set up by legislation (Taylor Grazing Act). Other Boards were organized under regulation and modification of the system will require time if the Taylor Grazing Act is to be amended. When the District Advisory Boards were originally set up in the lower states, the Grazing Service, predecessor to BLM, needed an advisory group intimately familiar with historic use and range conditions to assist in making allocation of grazing use on the public lands. The District Advisory Boards are presently composed of the livestock members plus one wildlife representative.

Mr. Harris stated at the last meeting of the Council, the NABC passed a resolution that Alaska be allowed one multiple use member.

Mr. Silcock pointed out that Art Harris is Alaska's only representative on the NABC.

No. 2: Recommended that the National Advisory Board meeting be held in Alaska. This suggestion has been made to the Council and is being considered by the Director. However, the meeting for this year is scheduled in April at Reno, Nevada.

No. 3: Resolution No. 3, relating to increased appropriations for survey work, will be discussed later as reports are made on the Bureau's program in Alaska.

No. 4: We do not have a response on Resolution No. 4 at this time. This concerned the distribution of Land and Water Conservation funds for BLM, as well as Forest Service and other Federal agencies. These funds are used for the purchase of land for recreation purposes or access to recreation areas.

Mr. Harris commented on the organization of the NABC. Until a few years ago the Board was made up of individuals representing interests in sheep, goats, cattle, and horses. The Board was broadened to include wildlife. By Presidential Order, President Kennedy enlarged the State Boards to recognize multiple use values. Mr. Harris mentioned that former State Director Robinson recognized a need for an Advisory Board in Alaska and that it took four or five years to obtain authority to activate one in the State.

Mr. Harris said the only way to keep him from promoting the NABC meeting in Alaska was to not send him to the NABC meeting. Of the 42 members on the Council at the last meeting, not a single member had been in Alaska. Mr. Harris said there is strong justification for holding the NABC meeting in Alaska because of the large acreage of public land involved and the Board was

organized to advise the Director on matters pertaining to all public lands administered by Bureau of Land Management.

Mrs. Bullock asked if there was any development on recreation sites this year.

Mr. Silcock stated that the only construction we had during the year was the completion of the Big Delta site. This fiscal year we have funds for further development in the Tangle Lakes area. In addition, the districts have been doing survey work in preparation for the 1969 program. Construction of the Cripple Creek site on the Steese Highway is scheduled for this summer.

Mr. Silcock made some additional comments on the Iliamna classification, reporting that the Anchorage District personnel had done a good job in presenting the proposed classification. Iliamna represents the first classification effort in the state, conducted in accordance with PL 607, which is the Classification and Multiple Use Act passed in 1964. It applies to public domain lands administered by the Bureau of Land Management. The Forest Service has had multiple use management authority previously. However, with the passage of this act, the public domain lands were to be managed under the multiple use concept.

The situation in Alaska is somewhat unique from the other western states, where public lands were withdrawn from entry and classification authority was provided in 1934 by the Taylor Grazing Act. The Taylor Grazing Act, of course, did not apply to Alaska, but in the lower 48 where it does apply, it requires that individuals desiring entry must file a petition and the land must be classified as suitable for the use for which he intends to make of it prior to his entry on the land.

During the course of the Bureau's efforts to classify the Iliamna area many meetings were held with all types of users and interest groups concerned with the management of the six and one-half million acre Iliamna unit. A formal hearing was held and the classification was published in the Federal Register. Approximately ninety thousand acres of the total area in the Iliamna unit were classified as suitable for disposal. Classification is not the same as withdrawal. It is flexible and can be adjusted to fit the situation and the needs of the people. It makes it possible for developing a program and planning a development of an area and should eliminate the possibility of promiscuous development.

The Governor's Office raised the question if classification precluded state selections. The entire area is left open for community

grant selections so there is no conflict between BLM and the State. If, at some point in time, the State wants to select and file application, this will start reclassification action. It is our feeling that the Statehood Act takes precedence over the classification action. The next step is to study the area and develop management and disposal programs for the appropriate lands and resources.

Mr. Silcock stressed that classification action was just the beginning--that the next step of planning and programming the development was the critical step and probably would require considerable more input than just classification.

Mr. Buzby asked if we had any indication of the time that would be involved in making lands available for transfer to other ownership.

Mr. Silcock answered that in areas classified for retention, it would have to be determined if the land was suitable for disposal, or if disposal would interfere with continued management of the resources remaining in public ownership. If the land had been previously classified for disposal, and disposal plans had been developed and the land surveyed, disposal could be quite rapid. However, a prerequisite to disposal, even in the disposal area, would be survey and proper land use or disposal plans.

Mr. Buzby asked if there would be any sudden transfer to other ownership.

Mr. Silcock stated not at this time; that preliminary work would have to be accomplished before transfers could be made.

Art Harris stressed that classification was not rigid; that there was some flexibility as opposed to withdrawal where it was time-consuming and difficult to revoke the withdrawal in many instances.

Mr. Silcock mentioned that classification is handled locally and action is initiated at the local level.

He also stated that the Bureau's plan is to work with the various user groups in identifying areas which should be left open for settlement and the areas that should be retained for multiple use management. The procedure for handling a classification process in Alaska differs from the lower 48 states. Here, the land is continuing open for settlement. As opportunities for public use are identified and discussed at public meetings, an enterprising individual could capitalize on this information and destroy future

public values. So, because of this, procedures were jointly developed with the Land Law Review Commission, the Chairman of the Interior and Insular Affairs Committee, and the Secretary of the Interior whereby we now file a proposed classification, which segregates the land from further entry or appropriation. It is possible then to sit down with people and discuss possible future uses. This eliminates the possibility of individuals filing on key areas which have been identified during the information exchange process.

Following publication of the proposal, a study period allows for the investigation of the area's resources and exchange of information with interest groups. This is followed by a formal hearing and publication by the Secretary in the Federal Register of the formal classification notice. Prior to publication of the proposed classification notice, we inform the Chairman of the Land Law Review Commission and the Chairman of the Senate Interior and Insular Affairs Committee. We also inform the Alaska Congressional delegation and the Governor of the proposal prior to publication. These are the processes followed for the classification of large areas.

Slightly different procedures are involved when small acreages are concerned. On smaller areas, where we are usually thinking of areas somewhat less than 2,000 acres, the Bureau can proceed without all the formalities involved in large areas. A formal hearing is not necessary. The District Manager still makes a staff report, which contains the background and the reason for classification. He prepares a proposed motion for segregation, which is later published in the Federal Register. Letters are sent to interested parties, advising them of the segregation. Based on comments received from the formal letters, a formal hearing may be held, but this is not required by regulation.

This type of action might be appropriate for the protection of archeological sites, key industrial site locations, recreation sites. The small area classification is channeled more toward the opportunity for intensive development within a small area.

Both small and large area classification procedures are applicable to the State in selected instances.

Colonel Keezell asked how much delay there would be in consummating state selection in the large area classification where a reclassification would be necessary prior to taking action on the State's application.

Mr. Silcock's reply was there would be no delay since, with the close working arrangements the Bureau of Land Management has with

the State, they could advise us ahead of time of their intent to select and we could then commence reclassification action. This action could be completed by the time the State is ready to formally file.

Colonel Keezell asked if the State thought there would be any problems in regard to these procedures.

Mr. Silcock replied that, since the procedures have not been tried, there may be some apprehension on the State's part.

Colonel Keezell asked if it would take a full year to complete the reclassification.

Ted Bingham responded, "The minimum time that reclassification could be accomplished would be sixty days."

Mr. Silcock added that the Bureau would take immediate action on any state selection application and expedite the transfer of lands to the State.

Mr. Vroman mentioned that the proposed classification establishes a freeze on actions within the area concerned. Between the proposed and final classification, agencies, including the State, are allowed an opportunity to comment and review. The State, if they can identify their interest in the area at this time, could file immediately.

Mrs. Bullock asked how land would be disposed of once it was identified as suitable for transfer.

Mr. Silcock responded that the disposal action itself did not come under the Multiple Use and Classification Act. Disposal action would be taken under any of the appropriate land laws-- Public Sale Act, Small Tract Act, Trade and Manufacturing Act, Townsite Act, etc. It is dependent on the type of use anticipated as to what particular disposal authority is appropriate.

Public Law 608 provides for the sale of public lands to the communities for the development of the community. Under this authority the block of land is sold to the community. This provides for subdividing and redistributing in the best interests of the community. Mr. Silcock pointed out that it would be necessary to survey land and establish a description prior to any disposal actions.

Mrs. Bullock asked about the disposal of land classified as suitable for industrial development and the disposal of timber. She asked if this would be done at public auction.

Ted Bingham replied that, unless a government entity is involved, regulations call for a public auction. If a government entity is involved, then the procedures require an appraisal and sale at fair market value.

Mrs. Bullock asked, once the auction was held, would this preclude the State from exercising their selection rights.

Mr. Silcock replied that this is true. Once the auction is held, the State could not exercise their selection rights. They would have to take action prior to the sale of the property.

Mr. Bishop asked if the State would receive 90 percent of the proceeds from the land sales.

Mr. Silcock responded that 10 percent of the proceeds from the sale would go to the general fund and 90 percent would be remitted to the State of Alaska.

Following this was an open discussion on the reindeer program.

Ralph Perdue asked what part of Alaska was involved in the reindeer program that BLM was concerned with. He was informed that BLM's particular interest at the present time was in the Seward Peninsula.

Mr. Perdue asked when reindeer were first brought into Alaska. He was informed that approximately 1,200 animals were imported between 1892 and 1902.

Mr. Perdue asked for an explanation of BIA's responsibilities that refer to animal husbandry training and the ranching aspect.

This involves the techniques for handling the herds; the identification marking of the animals; design of handling corrals and chutes; the animal health aspect; control of insects and parasites; programs to upgrade the quality of the herd by selective breeding and culling; and practices which should be designed to improve meat quality.

Mr. Perdue asked about the training aspects of the BIA program.

BIA has a real opportunity to provide training through the use of the model herd. In addition to the herd manager, there are seasonal requirements for handlers and manpower to perform tasks involving the model herd. BIA proposes to use this as a basis for training people interested in acquiring herds of their own or in becoming professional herders.

Mr. Perdue asked about the jurisdiction of the original herd.

Sal DeLeonardis responded that the first introductions were made by Sheldon Jackson with private funds. This was followed by support with federal funds through the Office of Education under the predecessor to the Bureau of Indian Affairs, Department of the Interior.

Mr. Perdue mentioned that at one time his grandmother owned reindeer and that she had approximately 10,000 head at Unalakleet and was doing quite well. He asked about the original records and processes and procedures which made the business successful at one time.

He was informed that the records concerning any technical information were very limited. However, BIA and BLM have records of herd locations and approximate numbers by areas. We know there was a fairly rapid expansion of numbers over the State after they were introduced up until the late 1930's. It is apparent that there was considerable range that accommodated the reindeer. We do not have qualified information of the effects that this population had on vegetative resource. People who had experience at that time have documented some of their observations and impressions.

Mr. Perdue asked if there were any herds at the present time around Unalakleet.

There is now a small herd north of Unalakleet on the east side of Norton Sound.

Dale Wallington commented that the herds which were being discussed are privately owned and do belong to Native citizens. These should be differentiated from the federally managed herd at Nunavak, which is under BIA jurisdiction. He also mentioned the Act of 1935 specified that only Native people can own reindeer. No other person can possess a reindeer for more than thirty days without special authorization.

Mr. McVee stated that in the early 1960's regulations were issued by the Secretary of the Interior which authorized the Bureau of Land Management to issue the permits. At this point the Bureau became concerned with the management of the reindeer ranges.

Miss Hunter asked about the conflict between the reindeer and the caribou and the situation on the Seward Peninsula at the present time.

She was informed there were no caribou on the Seward Peninsula. However, the Brooks Range herd, which migrates east of the Seward Peninsula, has moved into the area south and east of Selawik. This did not present any immediate problem this year. A proposal has been made to erect a caribou-tight fence across the Seward Peninsula to eliminate opportunity for intermingling.

Mrs. Bullock asked if we had included in the studies of the reindeer range, study of artificial means of feeding the animals.

Mr. McVee said this is not being considered by BLM at the present time. However, if the industry develops, the problem of supplemental feeding will probably come under the animal husbandry aspects of the program, administered by BIA. At this time the Bureau of Land Management is not considering opportunities for introduction of exotic plants or substitute plant species into the reindeer range areas.

Ralph Perdue asked, "How are the Advisory Committee Members selected?"

He was advised that membership was specified in the joint BIA-BLM-State agreement. The agreement specifies that the State of Alaska representative will be the permanent chairman of the Advisory Committee. The agreement also specifies that the Northwest Reindeer Herders' Association will be contacted and that they will provide the fourth member to the committee.

Ralph Perdue asked if any of the former herders had been notified that an Advisory Committee was being formed.

Dale Wallington said the Northwest Herders' Association was formed by a group of twelve herders and owners. They appointed the President of the Northwest Herders' Association, Mr. Lawrence Davis, to represent them on the Advisory Committee.

Sal DeLeonardis said the voting membership of the Northwest Herders' Association is made up of members who own herds. However, anyone can join the association as an associate member. Nothing prevents people who have had herds in the past from being members. They would not have a vote, however.

Dr. Erion asked about the State's responsibility concerning slaughtering, marketing, and transportation.

Mr. Wallington said the State had assumed all responsibility for the slaughtering and marketing aspects of the program. Dr. Honsinger, State Veterinarian, supervises meat inspection programs for the State of Alaska.

Mr. Vroman asked about the small herd to be placed near Cantwell and if a permit would be issued for the expansion of this herd in that area.

Sal DeLeonardis answered that this project was under the University of Alaska and was being funded by the Atomic Energy Commission. The purpose of the study is to trace the nutritional and chemical elements contained in the forage through the animal's digestive system. It is not related to an evaluation of the range resource itself. However, a certain amount of information concerning the nutritional values and contents of forage consumed by reindeer would be provided by the study and would supplement the information the Bureau is obtaining through the University of Alaska from other studies.

Mr. Vroman asked why this study should not be conducted on the reindeer ranges rather than at Cantwell.

Mr. DeLeonardis answered that the range in the Cantwell area will support caribou and the information would be adapted to the caribou ranges. The area also is more convenient to the University.

Mr. Perdue asked if the reindeer utilize the same type of forage as caribou.

He was told that the food habits of the reindeer and the caribou are very similar and that there is direct competition between reindeer and caribou where they utilize the same ranges.

Miss Hunter stated she thought this would be one of the main reasons for limiting the reindeer until there is some evaluation because the caribou is a known resource. She thought no action should be taken which would be detrimental to this resource until justification is available. It was mentioned that the technical studies being conducted on the reindeer ranges would be equally applicable to caribou use areas.

Mr. Wallington asked what was meant when we stated the Iliamna classification was in its final stages.

Mr. Silcock answered that a draft of a modification of the final classification, which was published in the Federal Register, had been sent to Washington. We asked for the comments of the Director's Office. This modification would take care of concern expressed by the Governor and the area would be left open to community grant and administrative site selections. We do not have a response from our Washington Office at this time.

Mrs. Bullock asked if BLM had jurisdiction over the Continental Shelf.

Mr. Silcock responded that from the standpoint of oil and gas the Bureau of Land Management issues leases and the U.S. Geological Survey issues the exploration permits and supervises actual drilling operations.

Mrs. Bullock said she had read that the Bureau of Land Management had budgeted \$175,000 per year for recreation purposes. If more money was available, could BLM handle it?

Mr. FitzGerald stated it would be easier for him to answer this question than BLM. The Forest Service has a big recreation program. BLM is trying, but the big problem is funds. He added, "I don't think you are going to change the form of land management. The land is not going to be put under another agency merely to get it developed. One of the instructions to the Federal Field Committee is to look at post-Vietnam expenditure problems. What kind of things should the Federal Government be doing? Once it has been firmed up in our minds what should be done with an area, we have no hesitation in recommending BLM to do it."

Miss Hunter commented that in the State of Alaska we have a terrific problem in coordinating highway development with resource protection and preservation of aesthetics. She indicated there is little regard for recreation at any level. She thought there should be coordination in the planning stages with the various interested agencies--both State and Federal.

Mr. FitzGerald commented on her statements. "I think we can plan ten years in advance, not on the basis of what Alaska is going to be like, but what they will be getting around to do ten years from now."

The discussion continued.

Mr. Harris commented that the Bureau of Public Roads is financing approximately ninety cents out of a dollar and they have rigid standards.

Miss Hunter mentioned that she attended a conference on aesthetics put on by BPR in Fairbanks last spring. It was an interdepartmental conference, primarily of government agencies, relating to road construction. They have landscape architects and design capabilities for planning roads which are aesthetically pleasing as well as safe. The breakdown is in the local engineering office which has to actually decide where the road is going and how it is

going to be graded. An example of good construction is in Mt. McKinley where the road goes through the woods from Mile 26 to the river. The BPR and the National Park Service cooperatively set standards that the road had to be worked from the inside. The woods on either side of the road are undisturbed.

Mr. FitzGerald commented that the BPR criteria have developed over the years. He went on to say that the nature of government is changing and it has to deal with poverty, the appearance of land, pollution, etc. This involves multiple agency approach and in Alaska no single agency has been set up to deal with these problems.

Mr. Buzby asked if there was any change in the Homestead Act.

Mr. Silcock replied that the law is still in existence but it is difficult for an individual to meet the requirements. Also, many times it is detrimental to the land when the clearing and tillage practices are applied. This is one of the laws being analyzed by the Public Land Law Review Commission.

Mr. FitzGerald said that the Federal Field Committee had received funds from EDA to support a special study of Alaska land laws, policies, and procedures. The Federal Field Committee has contracted with the University of Wisconsin for this study. Land is one of the basic problems in the state and it was on this basis that the project was sold to the EDA. Mr. FitzGerald added, "It will probably be fifty years before we will get another opportunity to study the Federal land laws and the next fifty years will see many changes."

This concluded the morning session.

Questions, answers, and discussion as a result of Robert Krumm's presentation on classification actions proposed for the Fairbanks District follow.

Mr. Buzby asked if we had any plan on how to solve the conflict that will eventually rise between the recreation and mining interests.

Mr. Krumm responded that conflicts may occur but he did not feel that separation was necessary. He added, "Miners may be opposed to recreationists wandering around their property because of possible vandalism or liabilities resulting from people getting hurt on mining property. But at this point the mining company at Bornite has been very pleased to have visitors and takes pride in showing their facilities. It may be possible that a tour through the Bornite operation would add to the tourists' pleasure in that area."

Mr. Buzby was concerned with a possible situation where someone developed a tourist site. Later mineral development occurs, raising the value of the property to a considerable amount. Which would have priority?

Mr. Krumm responded by saying, "Actually what we are doing is making a very preliminary plan and we are, in effect, saying we will cross those bridges when we come to them. This is the bare minimum type of classification to protect the area. We could go further by a more segregative type of classification. Areas could be identified for recreation site development, cabin sites, commercial or industrial sites, but we don't have enough information to develop these judgments until there is more interest in the area."

Mr. Perdue asked how Kennicott disposes of the waste from their mine.

Mr. Krumm responded that to date there has not been a significant amount of waste. The tailings pile and ore dump hasn't contributed to any apparent stream pollution. Kennicott is still exploring and active production of copper ore has not commenced. They do have a small filter plant at the mine.

Mr. Perdue asked if the waste had any adverse effect on fish.

Mr. Krumm answered that at the present time to our knowledge there hadn't been any adverse effects.

Miss Hunter asked if the pollution problem would come under the State Health and Welfare Department. She said the problem would be industrial waste and possibly air pollution at Bornite, if a smelter is constructed. She asked if BLM would have jurisdiction over this aspect.

Mr. Krumm responded that the Bureau would recognize the potential and would call any observed pollution to the proper agency's attention.

Mrs. Bullock mentioned that Dr. Walsch from the Water Pollution Lab. at the University of Alaska has been at Bornite and they are watching it very closely.

Mr. Bishop asked about restrictions on the location of mining claims in the Bornite area as a result of the proposed classification.

Mr. Krumm responded that there are no restrictions on mining claims except within the area identified as potential barge landing locations and the townsite. There is no setback distance from the river or streams.

Mr. Silcock stated, "This proposal has not been published in the Federal Register at this time, but we are discussing it with the Advisory Board to obtain advanced benefit of your views and comments."

Mr. Perdue asked when the Bureau planned to hold hearings on these proposals.

Mr. Krumm responded that a date had not been set, but it would probably be about six months after the proposal is published in the Federal Register.

Mr. Silcock mentioned that, following this meeting and on the advice of the Advisory Board, he would be discussing these proposals with the Governor, the Congressional Delegation, and also notifying the Chairman of the Senate Interior and Insular Affairs Committee. Notice will then be published in the Federal Register. This action will segregate the lands involved and provide time for study. Following this, the proposal will be discussed locally. After these discussions, formal hearing will be held and the final classification will follow.

Dr. Erion wanted to know if BLM has any legal control over water pollution.

Mr. Silcock stated that water pollution control enforcement is primarily a state responsibility in accordance with the proposed state water quality standards, which are now pending approval by the Secretary of the Interior.

Dale Wallington added that the Department of Health and Welfare is charged with establishing water quality standards and these are defined and accepted by the Federal Government. Once the standard is set and accepted, it becomes a state responsibility and the legislature will set up the statutes governing pollution. The Department of Health and Welfare will issue regulations to administer the law.

Ted Bingham mentioned that BLM has some authority to control water pollution. Stipulations are contained in the oil and gas leases and there is authority to put stipulations in other mineral leases or in material sales contracts. Normally, Geological Survey administers development and production on mineral leases. However, BLM has authority to take action against the individual for violation of stipulations. If a mining claim is involved, the Bureau does not have any control.

Col. Keezell questioned if BLM in its Borne classification action is giving sufficient consideration to people in the villages. He also wanted to know what areas are not being classified in the immediate vicinity of the villages.

Mr. Silcock responded that as far as the native and village occupants are concerned, their primary need for land and control of the land is adjacent to the river. A one mile corridor on each side of the river from approximately Dall Creek to the Ambler River and extending a short distance up the Ambler River would remain open to native allotments and homesites. In addition, villages in the area have been considered in the townsite program. Col. Keezell said there seemed to be a real question as to who owns the land.

Mr. Silcock responded that this is a question which Congress will have to settle and there are several proposals which Congress is now considering.

Col. Keezell stated then maybe classification is a waste of time if Congress were to act in a certain manner.

Mr. Silcock responded that this could be. However, values could be lost during the settlement process. These are values that exist for the native people as well as others. We do not know how long it may take Congress to arrive at a solution.

Col. Keezell asked, "What is Kennicott's status? Do they own land?"

Mr. Silcock responded that they have purchased the claims from the initial claimants.

Mr. Krumm stated that Kennicott has 17,000 acres under mining claims and they are acquiring patent.

Col. Keezell asked if we are making a provision in the classification for the 50,000 acres per village.

Mr. Silcock responded, "No, not at this time because we can't identify the boundaries of these areas and through the classification action the land will be protected and will be there when final settlement is decided."

Mr. Silcock said that proposed classification had been discussed with Bill Hensley of Kotzebue. We will continue to contact the native groups' associations and involve them in the classification program so they are part of it.

Mr. Vroman said had this work been going on during territorial days, when the boroughs came into being after the Statehood Act, then much of the acreage would have been involved in a planning unit management and we would have been better off then we are at the present time. We've had to face the problem in the boroughs of haphazard development.

Mr. Vroman continued that in every instance homesteading has not necessarily been the proper method of land development. The worst thing that could be required would be to go out and strip the cover from the land. He added that the concept of classification is good in that it has flexibility and if this were not so, he could not endorse it.

Mr. Perdue commented on the relationship of classification to the proposed native claims legislation. He stated that we shouldn't wait to see what happens to the native legislation until areas are classified. He emphasized that the planning is what really counts. .

Board members discussed the relationship of borough and borough planning to BLM's land classification program. Mr. Vroman stressed close working relationships even to the point of establishing contractual arrangement between BLM and the boroughs to support joint planning.

Mr. Silcock mentioned that after the proposed classification is published, then there is opportunity to meet with the borough assembly to discuss the need for opening areas for development.

Mr. Bishop mentioned the interest in the Cordova area to organize a borough which would include Cordova and Copper Center. He asked if the Bureau had considered extending classification into the Cordova-Valdez areas.

Jim Scott stated that the boundary had been considered. However, it now was at the edge of the ice fields. Except for small areas around Cordova and Valdez the bulk of the land is in the National Forest Reserve. However, the public meetings would provide these people an opportunity to express their needs. At this time evaluation could be made and possibly the proposal could be modified. Also, the area adjacent to Valdez has been selected by the State.

Mr. Plourde commented on a recent meeting of the National Association of State Foresters. As a result of the Idaho fire situation last summer, Governor Samuelson proposed a resolution, which was passed unanimously. It would authorize the states to call upon BLM and

the Forest Service any time fire conditions were beyond what a state could handle themselves.

This resolution resulted in an amendment to Senate Bill 438 which affects the Office of Economic Planning. What is contemplated now is that, in the case of a major fire year, such as we have had in Alaska and which was experienced in Idaho last summer, the Governor could declare a major disaster and then additional monies would be available from the Federal Government through OEP. The relationship of this proposal to Clark-McNary funds is one question. If this act had been in effect last year, Idaho would have been eligible for approximately \$6 million in assistance. Another problem is how to determine when a fire is a major disaster.

Mr. Plourde also commented on the Timber Task Force project to obtain aerial photography of timber lands within the State of Alaska. The proposal is to put together a photo package and investigate the possibility of EDA financing. The proposal will be processed through the Federal Field Committee.

Mr. Plourde additionally commented on log export and the effects that proposed policies could have on the timber industry.

Mr. Thorall commented on the amount of timber in interior Alaska and that there is very little interest in harvesting this material at the present time. Possibly it would be suitable to make it available for export.

Mr. Buzby mentioned that harvesting only matured timber would result in improved conditions of the stand.

Mr. Plourde commented that it was the State's policy not to export round logs. However, they are looking forward to export following primary manufacture. The State does have application for a large volume of timber from individuals interested in export.

The Advisory Board members continued to discuss timber export.

Mr. Buzby commented on the Northwest Area Soil Conservation meeting held in College last summer. Over 300 people attended the four day convention.

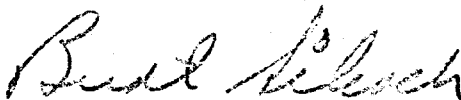
Mr. Bishop asked about the possibility of the Advisory Board holding a field meeting such as a review of the Copper River Basin as related to the proposed classification and future planning.

Mr. Silcock commented this could best be done in the summer. It would be a good idea and would probably give the Advisory Board a better insight into some of the problems being encountered in public land administration in selected areas.

Ralph Perdue discussed the activities of the Native Land Claims Task Force group and their objectives which were written into the proposed legislation.

Meeting adjourned at 4:30 p.m.

I certify that I attended the proceedings of the Alaska State Advisory Board herein reported and that these minutes are an accurate account of the matters discussed and conclusions reached.



Burton W. Silcock, State Director

April 3, 1968

Date

Approved:



Arthur J. Harris, Chairman
Alaska State Advisory Board

ATTENDANCE REGISTERAlaska State Advisory Board

Robert H. Vroman	Palmer	Borough Government
Dr. Gene Erion	Fairbanks	Economic Development
A. Earl Plourde	Anchorage	Forestry
Arthur J. Harris	Aleutian Chain	Grazing
Col. David B. Keezell	Anchorage	Military
William C. Bishop	Anchorage	Minerals
Ralph Perdue	Fairbanks	Native Settlement
Miss Celia M. Hunter	Fairbanks	Recreation
Robert L. Buzby	Fairbanks	Soil and Water
Dale Wallington	Juneau	State Government
Mrs. Edith R. Bullock	Kotzebue	Transportation
Ivan R. Thorall	Fairbanks	Wildlife

Guests

Janet Archibald	Anchorage	Anchorage Daily News
Tom Brennan	Anchorage	Anchorage Daily Times

BLM

Burton W. Silcock	Anchorage	State Director
Curtis V. McVee	Anchorage	Asst. State Director
T. G. Bingham	Anchorage	Chief, Div. of Lands & Minerals
Fred Cook	Anchorage	Asst. to State Director
Alvin T. Williams	Anchorage	Chief, Br. of Field Surveys
George R. Schmidt	Anchorage	Chief, Br. of Minerals
Neil R. Bassett	Anchorage	Chief, Br. of Lands
Sal DeLeonardis	Anchorage	Wildlife Mgmt. Specialist
James W. Scott	Anchorage	District Manager
Robert C. Krumm	Fairbanks	District Manager
Mrs. Ruby E. Patton	Anchorage	Secretary

PROGRESS REPORT ON PUBLIC LAND PROGRAMS
Discussion - Burton W. Silcock

During the year since the last Advisory Board meeting, progress has been made in several activities. In addition, numerous events have occurred affecting the Bureau of Land Management's program for the public lands in Alaska. Highlights of the year's events include--

Director Rasmussen's visit to Alaska during the summer. The Director traveled over the State, visiting the Copper River Basin, the Bureau's facilities at Glennallen, a going fire near Northway, and the District Office at Fairbanks. He also saw part of the Brooks Range lakes system; Bornite, including the copper mining development, and the Nome area, including reindeer herd operations adjacent to Nome.

A cadastral survey camp was visited in the Wood River-Tikchik Lake area, and he observed electronic survey of land selected by the State. He flew over the Iliamna-Lake Clark area.

While in Alaska, Director Rasmussen met with Governor Hickel in Juneau, discussing Bureau of Land Management programs as they affect Alaska. He also dedicated the Bureau's new Anchorage District office complex.

The 1967 fire season was considered severe when comparing records with previous weather data. A total of 215 fires occurred, burning over 133,000 acres. This compares to the 1966 season which was also severe, 253 fires burning over 600,000 acres. A highlight of the 1967 fire control activities was the transportation of 330 Alaskan Natives to the lower states. These crews supplemented trained crews from the Western States. Reports concerning work of the Alaskan crews were very complimentary. We can anticipate their use outside the State of Alaska in the future.

Native land claim issues have involved the Bureau to some degree during the past year. Bureau employees have worked with the Governor's Task Force in various ways, providing information and advice upon request.

This will answer Resolution No. 3 relating to cadastral surveys. Field work was completed on 19 townsite surveys during the 1967 field season. This compares to 13 during the 1966 field season and approximately 1½ townsites for the years before. Supplemental appropriations were received to accelerate this effort. These

amounted to \$250,000 and eight additional positions. Field work was completed on approximately 1,700,000 acres of land involved in state selections. Special surveys, headquarter sites, home-sites, etc. were completed in the field for 184 locations. This amounts to about what we are trying to maintain as an annual increment. We are actually catching up with the state selections.

During the year, Bureau employees participated in the Public Land Law Review seminar. This seminar was organized by the Federal Field Committee to orient the University of Wisconsin study group which has received a contract to study public land laws, policies, and programs as they affect Alaska.

Last August Bureau facilities and equipment were freely contributed to assist the city during the Fairbanks flood. The Bureau's radio system and dispatch facilities were utilized by the Mayor and local law enforcement people and were the only basis for communication during the early stages of the flood.

The field aspects of the Kuskokwim River Basin timber inventory have been completed. Inventory data is now undergoing review and will be compiled into published form in the near future.

Recently, the Iliamna classification was published in final form. Thus an action which was initiated some time ago and discussed in detail at the last Advisory Board session is completed.

The Trail Riders of the Wilderness trip down the Yukon River from Dawson to Circle was an interesting highlight in 1967. Jim Scott, Anchorage District Manager, and the State Director accompanied the group. There are real recreational opportunities for such trips on rivers in Alaska.

Iliamna Classification. The need for classification action in Alaska was compared to laws which exist in the lower states where the Taylor Grazing Act provided classification authority and required the classification for specific forms of use prior to entry. Classification provides the basis for planned rather than promiscuous development. It is not intended to lock up any resource but to allow development compatible with multiple use principles and values.

The Taylor Grazing Act is not applicable in Alaska and the only authority for classification is contained in Public Law 607. Iliamna was the first area in Alaska where the act was applied. It covers an area of 6.5 million acres and approximately 90,000 acres were set aside for eventual transfer to private ownership.

Large area classification procedures have been modified since our first action in the Iliamna area. Processes included meetings with all the various interest groups, followed by a public hearing and then formal publication in the Federal Register. New procedures provide for a proposed classification action which segregates the land from entry and allows an opportunity for discussion with individuals and interested groups.

Classification is not synonymous with withdrawal. However, prior to publication of proposed classification in the Federal Register, contacts are made with the Governor, Congressional Delegation, Chairman of the House and Senate Interior Insular Affairs Committee, and the Public Land Law Review Commission.

The Iliamna classification is being modified to provide for community grant and administrative site selections by the State of Alaska over the entire area. This action is based on a request by the State of Alaska to the Secretary of the Interior. The Bureau's position is that classification should not interfere with the State's ability to make selections.

The next step is to study the resources of the Iliamna area; design management plans which will insure sustained production of renewable resources and orderly development and use of the nonrenewable resources.

Mr. Buzby asked if there have been any requests for land in the Iliamna area.

There have been some requests for headquarter sites and homesites. Petitions are recorded. If enough interest develops, a suitable area will be selected, consistent with resource values, and a disposal plan will follow. It will take study to establish the possible relationships between the disposal proposals and resource management plans.

Small Area Classifications. In addition to the larger classifications such as Iliamna, small areas can also be considered through a process which demands less input by the Bureau of Land Management and the public. No formal hearings are required unless public response indicates that a hearing is desirable. Also, it is not necessary to conduct a review through the Governor and Congressional interests prior to publication.

RECENT DEVELOPMENTS
IN BUREAU OF LAND MANAGEMENT'S
REINDEER PROGRAM
Discussion - Curtis V. McVee

The tripartite agreement of Bureau of Indian Affairs, State of Alaska, and Bureau of Land Management was reviewed by Curt McVee. This review included the purposes of the agreement, its terms, responsibilities of the various parties involved, and the organization of the reindeer industry advisory committee as specified in the agreement. Four major problems identified with the development of the reindeer industry were discussed. These are the construction of slaughter facilities, transportation, marketing, and the excess herd numbers on some permit areas.

The Bureau's resource management program as related to BLM's specific responsibilities was outlined. This is divided into two main categories--the immediate problem and long-range program. Of immediate concern are two herd areas where the numbers now exceed the amount authorized on the permit. Two alternate solutions exist for the protection of these herd areas. The first would be distribution of excess numbers into new herd areas and the establishment of new herds. The second solution would be the slaughter of the excess animals.

Identification of new herd areas, at best, would be a temporary solution because normal increase would soon develop numbers in excess of the capability of the range to sustain forage production.

The Bureau's present policy to restrict the expansion of the reindeer herds to the Seward Peninsula was discussed. This restriction would be applicable until the transportation, marketing, and slaughter problems are solved. Problems should not be extended to other areas in Alaska until a feasible solution is reached on the Seward Peninsula.

The long-range resource management program is concerned with developing suitable range evaluation techniques which can be utilized to determine range trends and evaluate new ranges for reindeer production. Also discussed the conflict with other resource uses, such as waterfowl, wolf, caribou, and bear. In addition, the objectives or range evaluation techniques and how these techniques complement the development of management planning were presented.

STATEMENT OF JOSEPH H. FITZGERALD, CHAIRMAN
FEDERAL FIELD COMMITTEE FOR DEVELOPMENT PLANNING IN ALASKA

I am really not the person to be talking to a group of experts about multiple use classification. However, I do want to emphasize a couple points which I think are very material.

I think as we look at the problems of Alaska we find that the resources and the assets we have all involve land, including timber, minerals, outdoor recreation. The only one that doesn't is fisheries. When we say this, then we have to recognize that land is one of the major problems in Alaska. This is complicated by the fact that the Federal land system is an archaic system in many of its aspects. That is why we now have the Public Land Law Review Commission seeking to go through the entire structure of laws to find out what we should do in the future.

I think it would be fair to say that one of the problems of the past is that we have always created specialized and limited instruments in dealing with land and land problems. For example, on the National Parks you have a series of criteria and once it is done, it is done for all time and there is no flexibility. There is no management reserve. Under the multiple use concept, which really started with the Forest Service several years ago, comes a management approach.

Now, of course, the strength and weaknesses of any management plan are to plan well. Anyone can manage--just so they do a good job in planning. The strength and weaknesses of multiple use depend on the facilities of people who make the regional classification. But the people who deal with the continuing classification now have to believe that probably the wise use of multiple use classification processes and procedures by the State and Federal Government may be the most useful things that we can do at this time.

Let me illustrate why I think it is timely, even prior to the full revision of the law by Congress. Economic development usually occurs in spurts and usually occurs because there is some one thing in the economy that is a big enough driving force to cause growth.

For a long time Alaskan economy was purely military. There were no natural resources of an expanding nature being used except gold and silver and fishing. I think it is fair to say that the oil development, which is occurring on a massive scale, is pushing

this whole area forward and pushing it very rapidly. As we see it now, we no longer have a basic economic use in the railbelt area. We are merging into a series of sub-uses. We have the Cook Inlet Basin wells on the west side; Kenai development in the southeast. This is tying in very rapidly to the Kodiak area with its fisheries and is obviously going to Bristol Bay and the north side of the Alaska Range. This is going to cause a great deal of economic development if it spreads out.

I think the first thing I have to say is, if BLM with the land it holds, can make some reasonable, wise classification for that land rather than have it go under the old homestead laws, I think Alaska will be done a service. The whole thing is an essential regional framework to have development occur as it should. Also multiple use management will allow continued management.

The greatest effect of the advertising we have gotten from the Centennial is not travelers to the Centennial but a reawakening interest in Alaska itself. This awakening interest is not going to be in terms of volume of time or minerals. It is going to be in terms of outdoor recreation. Alaska has a fantastic potential here, which is largely unrealized and unsensed and uncared about by so many. But once the process is started, I don't think it stops. In my view the things we put in motion can be dominant for years and years.

Alaska has terrifically unique characteristics which people will appreciate forever. There's no reason not to look at the problem now. As a matter of fact, it makes a great deal of sense for us to look at the problem at the beginning with a view of getting the kind of things in advance--not afterwards--which set up a system of recreation facilities so that we have something that is reasonable to begin with. This concept is extremely important and valuable.

What about the other things to be gained by multiple use management? Alaska is not all going to be a wilderness area; it's not going to be an industrial state or an oil producing state or mining. It is going to be all of these things. But it can be done rationally in a way where one use does the least damage to another; where you accommodate the contending forces and cause them to exert their pressure to the right end.

We have neglected and overlooked that very beautiful country that lies back of the mountains. Alaska has a good summer climate back of the mountains. It has magnificent hills, as well as mountains, beautiful forests, hot springs and the great Yukon River --all of these things. With it all, it has some mineral and road

development. I would encourage you to start looking to the things that could be done and where. We ought to start thinking of how we are to use our resources, given this great beautiful resource. So I would encourage you to start thinking how it should be done. BLM can certainly help in this process. Other agencies can also.

That basically is the kind of message I want to bring you people today.

CLASSIFICATION ACTIONS PROPOSED
FOR THE FAIRBANKS DISTRICT
Discussion - Robert C. Krumm

Mr. Krumm briefed the Board on the location, resources, potential development, and needs for classification of the Bornite, Salmon Lake, and Baldwin Peninsula planning units.

In the Bornite planning unit, public use areas were identified. These are the barge landing sites along the Kobuk River, the airstrip at Dall, and a townsite location near the Dall airstrip. Sheefish spawning grounds are being considered along with archeological sites adjacent to the Kobuk River, and the needs for land by both the native and non-native inhabitants.

The Salmon Lake area, which is proposed for classification and multiple use management, is primarily of value for recreation use. It is proposed that the general area be closed to the settlement laws, with selected areas closed to mining and material disposal. Other management opportunities exist including selected areas for transfer to the State and areas that have potential for small tract development which would be transferred to private ownership.

The Baldwin Peninsula proposal area is adjacent to the town of Kotzebue and would protect the expansion potential in the perimeter of the existing townsite and also the town's water supply area. It is proposed that the expansion area be closed to the five settlement laws and the mining laws. The watershed would be closed to settlement laws, the mining laws, townsite law, and other use, sale, or occupancy which is not compatible with the production of pure water. The remaining area would be closed to homesteading, trade and manufacturing, and headquarters, with the allowance of native allotment and homesites.

It is also proposed to classify a narrow section of the inlet, identified as the "Neck," between Kotzebue Sound and Hotham Inlet. This area has potential for developing a water transportation system from Kotzebue Sound into the Kobuk River and would complement the Bornite operation.

COPPER RIVER CLASSIFICATION
Discussion - James W. Scott

Mr. Scott presented a proposal to classify the Copper River Basin for multiple use management; also, several substantial disposal within the area.

With the use of maps and slides, he discussed various resource opportunities, such as fisheries, wildlife, recreation, minerals, and forestry. The unique nature of the Wrangell Mountains for recreation and wilderness experiences was mentioned. He noted that land settlement has eroded public access and other values along the Glenn Highway. If some action is not taken soon, there will be a narrow ribbon of settlement along the entire road system. Access to public land will be cut off and a crushing burden will be placed on the Federal and State governments to provide minimal services such as schools, etc.

Disposal opportunities in the Kenney Lake-Glennallen area were discussed. In this area no restrictions on settlement would be proposed.

The plans for development of the Tangle Lakes recreation complex were mentioned. The sanitation problems which attend heavy use were pointed out.

Several Federal and State agencies contributed to the development of this proposal. Numerous informal meetings have been held with residents and organizations in the area, including the Ahtna Tannah Ninnah Association, an organization of Copper River Indians. No significant objections have been heard during development of the proposal. This area is accessible to residents of central Alaska and is of interest to a wide range of users.

RESOLUTIONS OF THE ADVISORY BOARD

The following resolutions were passed:

1. The Alaska State Advisory Board favorably recommends that the Bureau of Land Management should continue with classification actions in the Fairbanks District as outlined for the Salmon Lake, Baldwin Peninsula, and Bornite areas.

2. The Alaska State Advisory Board favorably recommends that the Bureau of Land Management should continue with classification actions in the Anchorage District as outlined for the Copper River area.

3. The Alaska State Advisory Board resolves to urge Congress to take prompt action on the Native Land Claims Bill.

4. The Alaska State Advisory Board resolves to formally go on record to invite the National Advisory Board Council to Alaska.